Excellence in Public Buildings Committee

DSA Advisory Board Minutes of Meeting Tuesday, August 31, 2004

Department of General Services
Executive Dining Conference Room, First Floor
707 3rd Street
West Sacramento, California

Committee Members Present

Charles Higueras, Chair JoAnn Koplin, Vice Chair Kerry Clegg Kurt Cooknick Bob Dyson Ken Francis Lowell Shields

Committee Members Absent

Rogerio Carvalheiro Stephanie Gonos Garv McGavin

DSA Staff Present

Stephan Castellanos, State Architect Mary Ann Aguayo Richard Conrad Susan Georgis Elena Tarailo

Others Present

Dennis L. Dunston, HMC Architects Rick Parks, Stafford, King, Wiese Architects Franz Steiner, VBN Architects

1 Call to Order

Committee Chair Charles Higueras called the meeting to order at 9:30 a.m. Participants
 took turns introducing themselves.

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Mr. Higueras asked everyone to identify themselves before providing their input for transcription purposes.

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Mr. Higueras noted the last meeting of the committee was in October of 2002. He explained that the committee has been unable to meet since then because of the state budget crisis and meeting restrictions.

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Review Meeting Minutes of October 29, 2002; Assess Current Status & Relevance of Follow-Up Items

Mr. Higueras said that at the last meeting, the committee was attempting to define its tasks and plan future activities. He drew attention to the meeting report for a summary of the issues discussed at the October 29, 2002 meeting.

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Introduction to the DSA Advisory Board and EIPB Committee

Mr. Higueras said that when State Architect Stephan Castellanos came to DSA, he reconstituted and expanded the Field Act Advisory Board to create the DSA Advisory Board. He noted the Board has 19 members, including architects, school district and community college representatives, and people with expertise in the construction industry and fire life safety.

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Mr. Shields reported that the Board is also seeking a charter school representative. He said the group has evolved into a stakeholders group rather than just a technical body to

provide advice to DSA. He noted the DSA Advisory Board has seven committees dealing with various issues. Mr. Shields added that one of the key components Mr. Castellanos introduced was the Excellence in Public Buildings (EIPB) Initiative, an effort to improve the quality of design and construction of public schools.

Mr. Higueras said the EIPB Committee is an extension of the work DGS and RESD are doing with other public buildings. Mr. Shields noted DSA's voluntary excellence program was created to broaden the knowledge base and educate both design professionals and end users about the benefits of incorporating best practices and excellence in their work.

Mr. Higueras commented that EIPB encompasses a wide range of issues, including the selection process, art in public buildings, quality assurance, program planning, design, operation and maintenance, construction, energy efficiency, and commissioning.

Mr. Richard Conrad, who spearheaded the work on commissioning, said his charter team produced a strategic plan for DGS to incorporate commissioning in public school construction projects. In addition, he said the charter team conducted training sessions on commissioning with CASH and worked on pilot projects with the California Energy Commission.

Mr. Shields noted that several subgroups within DGS made significant progress before the state budget constraints affected their work. Mr. Bob Dyson recalled that one of the committee's goals was to present some tangible end products at the 2003 CASH conference.

Committee members expressed an interest in knowing what work products had already been produced and agreed it would be helpful to discuss with Mr. Castellanos when he arrives what his intentions are for the future.

Summary of Excellence Project Assistance to Date

Ms. JoAnn Koplin said that over the past couple of years, she met informally with DSA staff to try to move some of the key ideas forward. Using the DGS format as a basis, the group created an outline that was more tailored to school issues.

Ms. Koplin distributed copies of a flow chart created by the Los Angeles Unified School District (LAUSD) to identify the steps in the school development process. She noted the flow chart illustrates how complex the process is, from planning through construction, and to point out the multiple tracks that need to be followed to complete a school construction project in a timely fashion. She said the flow chart was revised to point out the process that all schools go through in California, and drew attention to the resulting "School Development Flow Chart" document.

Ms. Koplin observed that the next step was to try to color-code and customize the chart so it could be applied to different types of projects such as modernization, adaptive reuse, and sustainability. However, she said that process grew too complex for a single document. Ms. Koplin recommended that DSA develop a web-based tool with an index and menu of items that users could click on to access information pertinent to their specific type of project.

Ms. Koplin reported that the informal group began identifying topics for the index and then recruited volunteers to draft articles on each subject. She said about a dozen articles on various aspects of school construction have been completed so far. She noted the working

group then discussed target audiences and tried to determine how best to address each audience. Ms. Koplin said the idea was presented at the last CASH conference, but it will take considerably more effort to complete all the work required. She added that the task seems quite overwhelming.

Ms. Koplin suggested that the committee review what has already been done, look at what others have done, and then decide how best to proceed. She also welcomed guidance from Mr. Castellanos as to what DSA feels would be most productive.

Mr. Higueras emphasized that the purpose of this project is to provide assistance to affected parties interested in applying excellence to their projects. He pointed out that school districts need a source of funding to provide incentives to encourage incorporation of excellence.

Mr. Dennis Dunston commented that the first step should be to define what "excellence" means. He noted the meaning may be different for architects and engineers than it is for school board members or school district representatives. Mr. Dunston pointed out that excellence can be viewed in terms of design, performance, sustainability and energy efficiency, or maintenance. He added that incorporating excellence in these areas does not necessarily increase costs.

Mr. Higueras questioned whether school districts believe there is a correlation between excellence in design and construction with excellence in student performance.

Mr. Kerry Clegg noted the field of school construction in California has reached a crisis stage because costs of construction have increased far more than what state bonds cover. He said this has resulted in focusing on how to get as many students as possible seated in a teaching environment that is adequate to meet their needs, while keeping costs as low as possible and maximizing the amount of state funds received. He pointed out that from this perspective, excellence means meeting a minimal standard of decency.

Ms. Koplin observed that the concepts of "decency," "excellence," and "adequacy" have different meanings for different people.

Mr. Clegg noted most school districts have a vision of a learning environment that includes energy efficiency, sustainability, and art, but that vision differs considerably from the reality of budget constraints.

Mr. Clegg said he thought the purpose of the committee's work was to create a manual with advice for school districts about how to approach excellence in a step-by-step manner. He suggested outlining some kind of hierarchical method that can be incorporated to a greater or lesser degree depending on funding availability. He noted demonstrating the long-term value of excellence will help convince people, and recommended working with the legislature to create incentives and provide funding.

Ms. Koplin agreed and said the committee's working group began focusing on defining a step-by-step process to help school districts maximize what they can accomplish. She noted that in looking at some school projects, it became apparent that there was a lack of efficiency and a higher cost associated with poor planning and unclear goals. For that reason, the group decided to focus on maximizing efficiency by assisting districts in making the right decisions at the right time to use scarce resources in the wisest way.

Mr. Kurt Cooknick suggested that the committee look at the California Performance Review (CPR) report for some worthwhile ideas about improving efficiency.

Mr. Dunston commented that one of the problems has been the pressure placed on school districts to hurry up and get in line for funding. As a result, good planning goes by the wayside. Even though more funds are available now, people are still in that crisis mode and need to be re-educated so they turn their focus to good planning. Mr. Dunston agreed with Mr. Clegg that school districts are still interested in excellence in design, but they need to refocus on that goal.

Mr. Dunston added that his district recently recruited a new assistant superintendent of business services, and the candidates interviewed for the position varied widely in their range of knowledge about the school construction process. He emphasized the need to provide much more training in all aspects of school construction, from acquiring property to siting a building to planning a building and going through the DSA approval process.

Committee members agreed, and suggested working with CASH, CASBO, and other organizations to develop a long-term training program for school district representatives.

Mr. Cooknick commented that AIA has been working with OSHPD to develop a best practices handbook for architects with all levels of experience. He recommended that DSA consider developing a similar guidebook for the school construction field.

Mr. Cooknick added that one recommendation in the CPR report talks about approving programs rather than buildings as a way of streamlining the whole process.

Mr. Dunston advocated focusing more on pre-design planning. He agreed that streamlining the process would be helpful.

Mr. Higueras said he was not surprised to hear about the variations in competency and knowledge levels of school district representatives. He suggested the committee might be able to play a useful role in imparting a reasonable amount of education to keep key decision-makers aware of important problems and issues. He expressed his opinion that these people should be able to demonstrate a certain level of competency before entrusting them to spend money. Mr. Higueras recommended establishing some kind of certification program for school board members, business representatives, and facilities managers to assure a basic level of knowledge and competence.

Mr. Clegg said the California School Board Association (CSBA) has an extensive training program that includes a module on school finance and construction. He agreed that school board members need to be trained to oversee school construction projects and handle finances competently. Mr. Clegg observed that there should be a well-defined, step-by-step flow sheet showing the entire school construction process, and suggested CSBA could assist in developing the materials.

Mr. Dunston talked about existing training and certification programs offered by the Association of California School Administrators (ACSA) and UC Riverside and recommended using the UC Riverside program as a model.

Mr. Franz Steiner said that when he first became a board member for a nonprofit organization ten years ago, he developed a loose-leaf binder handbook to orient new board members. He noted a handbook can serve as a "leveling" agent by providing basic

reference materials, historical background, goals, and information on how the organization does business, as well as web-based links for additional information. He suggested that DSA publish a guide for school board members and school district representatives.

Ms. Koplin commented that the committee had been working in that direction. She noted the information could take the form of a series of pamphlets or a binder of downloadable materials from the web and expressed support for this concept.

Mr. Shields proposed defining what DSA should be advocating. He said OSPHD's best practices manual, mentioned by Mr. Cooknick, was intended to address timing issues with the hospital permit process. He suggested asking Mr. Castellanos for guidance as to DSA's role and how far DSA's reach should be extended.

Mr. Ken Francis said he thought Mr. Castellanos' goal was to provide easily accessible resource information for DSA's clients. He noted it would be helpful to point out pitfalls and provide advice about how best to proceed.

Mr. Dunston recommended developing summaries of information applicable for different players, such as board members, facilities managers, and school district representatives.

Mr. Shields cautioned that the committee should develop a work plan and strategy to identify and address the top priorities first.

Ms. Koplin proposed using the existing index and collection of articles as a starting point.

Mr. Dunston asked whether OPSC and CDE should be involved in the process. Ms. Koplin said they are participating and working on some of the articles.

Mr. Higueras commented that the committee's challenge will be to impart some basic knowledge and guide the target audiences to resources to flesh out their understanding. He proposed starting with the selection process. Mr. Shields pointed out that the budgeting process occurs before selection.

Mr. Shields expressed his opinion that most school districts hire competent design firms. He said the problem may be defining what architects are supposed to do, and raising the bar on that process. He suggested that the approach of focusing on the scope of services might be more productive than focusing on the selection process. Mr. Shields commented that uninformed owners often fail to articulate their expectations to designers in the early stages of their projects.

Committee members noted that the selection committee often has no definite idea of what they should be looking for. Mr. Cooknick observed that best practices guidelines would help in that respect.

Mr. Francis recommended providing guidance to school districts about how to define their expectations.

Overview and Status of "Excellence in School Buildings" Project

Ms. Koplin provided an overview of the index and materials organized so far. She said the informal team first looked at the "big picture," creating an overall outline of the design process. The next step was determining the nature and direction of the project, such as modernization, new construction, adaptive reuse, high-performance, community-centered

school, charter school, joint-use facility, community college project, etc. Ms. Koplin said master planning was the next issue, noting that process depends on the needs of the building. After that, funding is addressed, which entails an analysis of life-cycle costing, identification of all costs, and finding funding sources. She noted site selection, educational specifications, community involvement, and determining what type of experts need to be hired follow after that.

Ms. Koplin said the committee then began identifying and filling out issues that come up at each step.

Mr. Dunston commented that the first step should be defining excellence. He noted each district needs to define exactly what excellence means to them so their projects can be organized to meet those goals. He pointed out that the specific steps under each phase will depend on the definition of excellence.

Mr. Shields recommended drafting a primer to help districts define excellence and apply excellence to each part of the process.

Committee members observed that the overall scheme does not have to be linear. Ms. Koplin pointed out that all the steps she described take place before actual design and construction. She noted the final phases involve occupancy and the close-out process.

Ms. Koplin commented that it would be helpful to connect each activity to a timeline so districts are aware of all the steps and their relationship to each other. She said having an overall flow chart with a timeline will help ensure that no important steps are left out.

State's Role in Advocating and Ensuring Excellence in Design and Construction of Public Schools

Mr. Shields emphasized the importance of dispelling the notion that excellence is more costly. Mr. Clegg recommended using pilot projects to demonstrate the value added by excellence. Committee members talked about providing incentives, possibly through legislation, to encourage school districts to raise the bar.

Mr. Dunston pointed out that life-cycle costing is a good way of showing districts how much they can save in the long run.

Mr. Steiner suggested that DSA might be able to play a role in terms of providing incentives through regulation.

Mr. Cooknick recommended equating quality of facilities to enhanced learning and educational value. He said there has been research showing the links between good facilities and educational performance.

Mr. Shields questioned whether people will be willing to incorporate excellence without some sort of mandate, and cited manufacturing of energy-efficient cars as an example. He noted that if constituents demand excellence, school districts may be more willing to comply.

Mr. Dunston said people in the community need to voice their concerns to their school boards.

Mr. Clegg agreed, and advocated more public education. He pointed out the importance of

showing the link between excellence in school buildings and excellence in student performance. Instead of focusing on poor maintenance and unsanitary conditions in schools, as has been done in past school bond campaigns, he recommended creating positive models that others will want to emulate.

Mr. Cooknick proposed working through PTA's.

Mr. Dyson noted DSA needs to identify its target audience, whether school boards, members of the public, or school district representatives. He said inexperienced project managers can thwart excellence because they tend to view projects from a scheduling perspective only. He recommended working with a particular target group.

Mr. Higueras suggested that the committee focus first on what school board members need to know, then identify issues that pertain to business officials, and then address the concerns of project managers and facilities directors.

Ms. Koplin noted the flow chart could be tailored for these three different target audiences.

Mr. Shields proposed starting with a primer or executive summary for school boards, and then compile a set of best practices for other stakeholders.

Ms. Koplin recommended depicting the information in a graphic form like a flow chart. She said the informal group talked about creating a chart for each chapter and identifying questions that should be asked at each step of the process. Mr. Clegg commented that in addition to raising questions, it would be helpful to provide guidance in terms of what the answers should be.

Mr. Steiner noted that Denmark and Sweden view schools as integral parts of their communities. He suggested raising the question for school districts so they begin to think about the role they want their schools to play in their communities.

Mr. Dunston said CEFPI just finished rewriting their planning manual, which includes many good ideas regarding planning. He suggested reviewing their work as a resource, and offered to provide a copy to the group at the next meeting.

Mr. Francis observed that there seemed to be a consensus among committee members that school boards need further guidance. He said project managers also need to be educated, and suggested developing materials geared to that target audience as well. He noted it would be helpful to provide regular updates at CASH, CASBO, and CSBA conferences to keep people informed of current developments.

Committee members talked about the tendency of school boards to micromanage construction projects.

Ms. Mary Ann Aguayo said she envisioned the committee's work product as a web page "skeleton" upon which materials can be built.

Ms. Koplin noted the committee should not attempt to reinvent the wheel, but should try to use materials already developed by others.

Mr. Dunston suggested drafting a synopsis of key points from the OPSC handbook, for example, and then referring the reader to web links for further information.

Ms. Koplin proposed that the committee think in terms of three possible target audiences: school boards and superintendents, project managers and design professionals, and the public. Mr. Dyson suggested narrowing the committee's focus to the audiences that can make the biggest difference.

After some discussion, the committee agreed to start with materials geared at school board members.

Mr. Clegg noted there is a growing trend toward constructing joint-use facilities and school-community partnerships. He recommended providing web-based information for school partners as well as school board members.

Mr. Steiner said the community college system created an interactive web site that describes each step from the beginning to the end of a construction project. He noted a group of volunteers developed the site under the general direction of a webmaster. He suggested using the community college's work as a model.

Ms. Koplin suggested identifying the next steps needed to move this project forward. She proposed assigning specific tasks to individual committee members.

Mr. Dunston recommended holding a one- or two-day work session to define the scope of the project and identify the components. Once the overall outline is established, tasks can be assigned to individual people or small work groups.

Mr. Steiner commented that it would be helpful to have a webmaster oversee the effort.

Mr. Dyson questioned whether DSA has the resources to handle the work in- house or the funds to hire a consultant.

Mr. Higueras cautioned against the committee taking on more work than it can complete.

Ms. Agauyo said DSA has a web site manager. Once the work plan is defined and mapped out, she noted that person can probably provide some assistance.

Mr. Shields suggested using the outline of topics described by Ms. Koplin as a starting point for organizing the web site. He recommended that committee members review the topics, provide feedback and suggestions after the meeting, and then try to tackle one category to determine the level of documentation and types of materials needed. Committee members expressed support for this approach.

Ms. Koplin noted that Mr. John Vester is in the process of compiling articles and documents created over the past year to develop a reference library. She suggested making use of those resources.

Ms. Koplin recommended limiting articles to no more than about three pages per section, including graphics. She suggested including the author's name as a byline to provide an incentive for contributing. She distributed a sample article on finding project funding.

Mr. Shields proposed developing a template and then establishing small work groups to work on specific topics. He said writers should focus on excellence and keep their materials as simple as possible. He recommended not trying to educate the audience on

every facet of a construction project, but instead just concentrate on advising how to incorporate excellence at each stage of the process.

Committee members agreed to use Ms. Koplin's outline of topics as a starting point. Ms. Koplin expressed support for the idea of holding a one- or two-day facilitated workshop session to launch the effort.

At 12:00 noon, the committee took a lunch recess. Mr. Higueras reconvened the meeting at 1:00 p.m.

State Architect Comments

Committee members welcomed State Architect Stephan Castellanos to the meeting. He reported that the committee spent the morning reorienting itself and planning future activities. He said the group decided to create a web-based resource to provide guidance to school board members, project managers, and others regarding how to incorporate excellence in school construction projects. Mr. Higueras invited Mr. Castellanos to address the group.

 Mr. Castellanos said the Excellence in Public Buildings program was developed in consultation with industry representatives, architects, utility companies, state agencies, and real estate professionals to help the state learn from experience and improve public buildings. He noted that unlike most other industries, the design and construction industry has not become more productive and more efficient over time. Because of the state's enormous investment in public schools and buildings, Mr. Castellanos noted it made sense for DSA to try to wield its influence to improve quality and create a better learning environment for California students.

Mr. Castellanos acknowledged the contributions of CHPS in the field of high-performance schools, the California Energy Commission's focus on public interest energy research, and the important work done by others. He noted that in an era where there has been tremendous pressure both to build more schools and to cut costs, the state has been looking more intensely at ways of improving long-term efficiency. In response, DSA has been working with other agencies to expand its role beyond seismic safety to embrace other enhancements to the health, safety, and welfare of the students and other people who occupy public buildings.

Mr. Castellanos stated that excellence encompasses a number of key components: Better program planning, which involves setting targets, developing an efficient selection and delivery process and making wise decisions; incorporating art in public buildings and schools; quality assurance and design documentation; evaluating facility performance; creating design guidelines and standards that result in better quality; improving energy efficiency and sustainability; collecting data and applying lessons learned; and celebrating success stories.

Mr. Castellanos said the State of California will be investing about \$100 billion in its schools over the next twenty years. He observed that this creates an unprecedented opportunity for DSA to influence the face of the state's communities. He advocated working with other agencies in partnerships that involve sharing resources and exchanging information.

Mr. Higueras observed that in this climate of scarce resources, there is an increasing emphasis on the concept of stewardship. He said the committee believes the best way to direct its efforts is to target school board members and provide them with basic information

and best practices to help them make wise decisions at every stage of the planning, design, and construction process. He noted that once decision-makers understand the long-term benefits of excellence, it will be easier to promote excellence within the ranks of people like facility managers, design professionals, and members of the public.

Mr. Shields commented that in the absence of mandates, advocacy is critical. He added that this belief is what led the committee to target decision-makers first.

Mr. Castellanos encouraged the committee to work with CASH, CASBO, CSBA, AIA, school districts, and other groups to develop a broad-based consensus regarding excellence. He recommended creating a living document, posting it on-line, soliciting feedback, and sharing information and experience about best practices. He supported the concept of evidence-based decision-making and expressed his appreciation to the committee for undertaking this effort.

Mr. Steiner said he felt quite encouraged and impressed with the committee's discussions today.

Mr. Shields emphasized the importance of creating a meaningful product that has value for decision-makers and Mr. Castellanos agreed.

Mr. Clegg noted one good way of demonstrating the value added by excellence would be to provide incentives. He welcomed assistance from DSA and the legislature in terms of funding and resources. Mr. Castellanos offered his support and advocacy. He noted the legislature and Department of Finance rely on data and evidence to justify expenditures, and encouraged the committee to build as much data as possible to support the value of excellence.

Mr. Castellanos said he was encouraged by the recent *Williams* decision because it provides DSA with an opportunity to develop a broad database on the condition of California schools. He expressed his hope that this database will eventually lead to a facility management and assessment program that will allow strategic purchasing and sourcing decisions to target the most needy school districts. He added that this approach can definitely benefit the 2,500 lowest-performing schools in the state and can then be applied to all schools.

Meeting Summary/Next Steps

Mr. Higueras said the committee plans to hold a one- or two-day work session to start fleshing out the materials that need to be developed for school board members. Mr. Castellanos offered to arrange for a facilitator to work with the committee at that workshop.

Ms. Koplin recommended inviting representatives from the design community and school community to participate. She said the workshop will help the committee organize its tasks so specific articles can be assigned to small groups or individuals.

Committee members agreed it would be helpful to hold the work session in conjunction with the DSA Advisory Board quarterly meeting on October 7 and 8 if possible.

Ms. Koplin proposed that the committee review and comment on the topics in her outline. She noted the three target audiences are school board members, and ultimately, project managers and members of the public.

Committee members agreed that Category 1 of the outline, the "Big Picture" section, should consist of an executive summary of the entire process.

Ms. Koplin identified three basic types of advice that should be provided in this section: 1) how to use the book; 2) what the target audience needs to know; and 3) getting started. She proposed beginning with the overall process flow chart, and then providing an explanation of the purpose of each topic.

Committee members noted it would be helpful to include a link to a glossary of terms.

Participants talked about moving Category 2, "Directions," under Category 3, "Planning," or combining it with Category 6, "Educational Specifications." After some discussion, the committee decided the best approach would be provide separate lists of new directions in facilities and new directions in education. Committee members decided that Category 6, "New Directions in Education," should become Category 3 so it follows immediately after Category 2, "New Directions in Facilities."

The committee reviewed and discussed the next category, "Master Planning."

Ms. Koplin said she had to leave and asked participants to provide her with their email addresses and send further comments to her after the meeting.

Public Comments

There were no members of the public who wished to address the committee.

New Business

There were no items of new business brought to the attention of the committee.

Next Meeting

Participants decided to meet again at a workshop session in conjunction with the October 7 and 8 quarterly meeting.

Adjournment

Mr. Higueras thanked everyone for their participation. There being no further business, the Excellence in Public Buildings Committee meeting was adjourned at 3:15 p.m.

Follow Up Items:

 Secure a meeting facilitator to conduct a one- to two-day work session to define the scope of the Excellence in Public Schools project, components, product(s), next steps, etc., and possibly conduct the session in conjunction with the 10/7-8 quarterly board meeting. The committee determined the first target audience should be school board members.

2. Mr. Dunston offered to provide a copy of CEFPI's newly revised planning manual to the committee at its next meeting.

3. Mr. Castellanos encouraged the committee to work with CASH, CASBO, CSBA, AIA, school districts, and other groups to develop a broad-based consensus regarding excellence. He recommended creating a living document, posting it on-line, soliciting feedback, and sharing information and experience about best practices. He supported the concept of evidence-based decision-making.

- 4. In reviewing the draft outline, committee members provided their suggestions to improve the outline by rearranging various categories of the outline reviewed at the meeting. (See "Meeting Summary/Next Steps").
- 5. Meeting participants were encouraged to send any additional comments following the meeting to Ms. Koplin.